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ABSTRACT

The four chapters in this compilation highlight the issues and strategies used to prepare limited English proficient (LEP) adults for employment. In the first chapter, Joan Friedenberg discusses the development of English as a Second Language (ESL) teaching, including general ESL, English for special purposes, and prevocational and vocational ESL (VESL). Describing various delivery models, the author proposes that the ideal method for meeting the language needs of immigrants provides VESL concurrently with skill training. Strategies for developing a VESL lesson are outlined. Nancy Lee Lucas, in the second chapter, examines the why cultural values of different ethnic groups are reflected in language, education, and work behavior. She stresses that enabling the cultural adjustment of immigrants, particularly in the workplace, involves cross-cultural training--a contrastive approach that explores areas of potential conflict. In chapter three, Nick Kremer focuses on approaches for meeting the diverse training needs of LEP adults. In-class and on-the-job models, adaptation of instructional materials, bilingual vocational training, staff development, support services, and funding are discussed. Finally, Tipawan Reed addresses the topic of employment services for LEP adults. Reviewing employers' attitudes toward hiring LEPs, she suggests strategies for enhancing their employability skills, including job clubs, marketing, and employer incentives. (SK)

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Information Series No. 302

IMMIGRANT WORKERS AND THE AMERICAN WORKPLACE: THE ROLE OF VOC ED

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FOREWORD

The Educational Resources Information Center Clearinghouse on Adult, Career, and Vocational Education (ERIC/ACVE) is one of ... clearinghouses in a nationwide information system that is funded by the National Institute of Education. One of the functions of the Clearinghouse is to interpret the literature that is entered into the ERIC database. This paper is of particular interest to vocational and adult education practitioners and administrators, as well as vocational guidance personnel and job developers who work with adult immigrants.

The profession is indebted to Jeanne Lopez-Valadez and Tipawan Reed, Northwest Educational Cooperative, Arlington Heights, Illinois; Joan E. Friedenberg, Florida International University; Nick Kremer, California State University, Long Beach; and Nancy Lee Lucas, Fellsmere, Florida, for their scholarship in the preparation of this paper.

Jeanne Lopez-Valadez serves as a Project Director at Northwest Educational Cooperative where she directs state-wide technical assistance and staff development activities for vocational limited English-proficient programs. Ms. Lopez-Valadez has extensive experience developing bilingual vocational programs and curriculum materials including computer software.

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Joan E. Friedenberg is Associate Professor and Codirector of the Bilingual Vocational Instructor Training Program, Florida International University. She previously served as an instructor in the English-as-a-Second-Language Program at Syracuse University. Dr. Friedenberg has published extensively in the area of bilingual vocational education.

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Robert E. Taylor
Executive Director
The National Center for Research
in Vocational Education

EXECUTIVE SUMMARY

Jeanne Lopez-Valadez
Northwest Educational Cooperative

Historically, immigrants have contributed to the growth and development of the United States (Fogel 1983). Looking at railroads, mining, agribusiness, and the industrial revolution one can see the contribution of immigrant labor to the U.S. economy (Acuna 1981; Barrera 1979). Proponents of "supply side demographics" believe that a growing immigrant population benefits a country's economy because immigrants consume as well as produce goods, thereby creating new jobs (Cooper 1985).

The United States has always been a nation of immigrants, but current debate over immigration and training policies has again drawn attention to these "new Americans." Interestingly, although the number of new entrants has doubled over the last three decades (1950s-1970s), immigration is not at an all-time high (Bach and Tienda, 1984). Foreign-born persons comprise a comparatively low percentage (5.1 percent) of the U.S. population, as compared to the pre-1930s figures that ranged from 11 to 15 percent (Fogel 1983). According to the 1980 Census, more than 14 million foreign-born persons resided in the United States and 50.5 percent of those were already naturalized citizens. During the 1970s, the United States admitted 5.34 million new immigrants. Undocumented aliens have been estimated to comprise an additional 4-12 million immigrants. The geographic distribution of these immigrants, both legal and illegal, reveals a concentration in the southwestern and northeastern regions of the United States. Two states—New York and California—house more than 40 percent of the adult, legal immigrant population. An additional 25 percent reside in Florida, New Jersey, Illinois, and Texas (Bach and Tienda 1984). Not surprisingly, the regional distribution of immigrants by broad ethnic groups also shows a selectivity of residence. For example, over 40 percent of the recent (1970-1980) Hispanic and Asian immigrants settled in the Pacific states, and 30 percent of the European and other immigrants selected the Mid-Atlantic states. Large urban centers on the east and west coasts seem particularly affected by immigration.

More striking than the growing numbers and location of the immigrant population is the dramatically changing ethnic composition of this group. Before the 1960s, Europeans made up 80 percent of all legal immigrants; after the 1970s, Europeans represented only 20 percent of new immigrants and immigrants from Third World countries (primarily Latin America and Asia) comprised the remainder. In rank order, these non-European countries are Mexico, the Philippines, Korea, China, Taiwan, Vietnam, India, Jamaica, Dominican Republic, and Cuba. The diversification of source countries has been attributed to the following three key issues (Bach and Tienda 1984):

- The 1965 Amendments to the U.S. Immigration and Naturalization Act, which shifted the admissions focus from national origin to the reunification of families and labor demands
- The fall of U.S.-supported governments in Cuba and Southeast Asia (125,000 Cuban and Haitian refugees entered in 1980 and over 700,000 southeast Asians have entered since 1975)

- The development of a worldwide pattern of international labor migration from low- to high-income countries

This diversification in immigration has resulted in pronounced socioeconomic differences among immigrant groups. In the area of educational attainment, for example, immigrant groups differ by as much as eight grade levels on average. A comparison of post- and pre-1970 immigrants of a particular source country also reflects differences. In contrast to pre-1969 Cuban immigrants, recent Cuban entrants have less education. Filipino entrants, on the other hand, have an educational level 4 years higher than Filipinos immigrating before 1950 (Bach and Tienda 1984).

Occupational preparation is another area of differentiation among immigrant groups. Some immigrants come with professional level training and experience, others have experience as operatives or semiskilled workers. However, most immigrants, such as those in rural areas of underdeveloped countries, are unskilled or have nontransferable skills.

A collective profile of post-1970 immigrants reflects a young population (median age of 25 years) composed of an almost equal ratio of males to females. Almost 50 percent of these immigrants are severely limited in English. Adults 18 years and older who reported they did not speak English well, or at all, totaled over 1.5 million. Earlier immigrants, as well as native-born linguistic minorities, increase the number of limited English-proficient adults to a figure somewhere between 3.5 and 6.5 million (U.S. Bureau of the Census 1985).

Despite the combined effects of language and cultural barriers, training and educational deficiencies, and fluctuating economies, immigrants have constituted a sizeable component of the U.S. labor force. Near the turn of the century, the percentage of foreign-born labor ranged from 20-26 percent. Currently, immigrants comprise 7 percent of the new entries to the national labor force each year (Fogel 1983). These newcomers tend to concentrate in low-paying, low-prestige jobs where they are unlikely to displace Americans (Cooper 1985). However, the distribution across occupational sectors varies for the different ethnic groups. Hispanics, for instance, are concentrated in the operative (34 percent) and service (18 percent) categories; Asians, though, are more equitably distributed (18 percent each) among the professional, clerical, service, and operative categories.

The shift in the American economy from heavy industry and to technology has reduced the absorption of recent immigrants. Employers now require higher levels of education, training, and communication skills. With the exception of some refugees, foreign-born workers have not been officially targeted as a priority group for vocational skills programs. Therefore, most service providers have emphasized programs that have helped adult immigrants learn survival English and acquire citizenship, which though laudable, have not adequately prepared immigrants for the American workplace.

Adult and vocational education both have new legislative emphases in the areas of employability and special populations. Therefore, an array of approaches are being developed to prepare limited English-proficient (LEP) persons for the workplace. Though not designed solely for immigrants, programs that meet the language, cultural, training, and job placement needs of native born LEP groups are readily available to immigrants.

The following four chapters highlight the issues and strategies used by these programs to prepare LEP immigrants and native-born adults for employment. The readings are intended for use by administrators and practitioners and are designed as informational tools for program development.

In the first chapter, Dr. Joan Friedenberg delineates the immediacy and diversity of language needs of LEP immigrants, ranging from life coping to employment related. She describes the development of English-as-a-second-language (ESL) teaching and the various curriculum models that have evolved in response to the employment and training language needs of LEP adults. These include general ESL, English for special purposes, prevocational ESL, and vocational ESL. The interrelationship of language and vocational training is stressed. When choosing a program model, the author suggests selecting the type of ESL to be taught and the appropriate sequencing of ESL and vocational training. The approach identified as an optimum model uses vocational ESL taught concurrently with skill training. Dr. Friedenberg also provides strategies for developing a vocational ESL lesson. She concludes by stressing the importance of meeting the LEP individual's language needs through occupationally relevant ESL.

Cultural influences and cross-cultural teaching are the topics of the second chapter by Nancy Lee Lucas. Ms. Lucas highlights the way cultural values of different ethnic groups are reflected in education, work behaviors, and language. Since cultural values are expressed in learned behavior, she explains they must be taught to newcomers. Until cultural adjustment takes place, immigrants, particularly those from strikingly divergent cultures, experience cultural shock resulting in different forms of protective behavior. True cultural adjustment, states the author, follows examination of one's own values and those of the new society. Usually, the teaching of cultural values and behavior relies on a contrastive approach that explores potential misunderstandings or conflicts. The author provides several sample strategies for such an approach. Educators can best aid in the cultural adjustment of immigrants if they have an understanding of the American culture and sensitivity toward that of the student.

Chapter three, by Nick Kremer, focuses on methods for providing employment and training opportunities for LEP adults. These adults have diverse training needs depending on their educational background, employment experience, and level of proficiency in English. The author discusses several models involving either in-class or on-the-job training that have been used to address these special needs. He comments on the urgency of most LEP adults to enter employment and its implications for the nature and length of training. The issue of whether to mainstream or provide separate programs or classes is also raised. Mr. Kremer gives strategies for adapting vocational instruction and materials including the use of the student's native language and simplified English techniques. Regardless of program type, the author stresses the necessity for extensive support services to ensure the LEP student's success. Also essential to the implementation of appropriate services are staff development and extra financial and human resources. Successful programs, points out the author, assemble money and resources from a variety of sources.

Tipawan Reed's chapter addresses the critical area of job development. Obtaining gainful employment for LEP adults has become increasingly difficult given the nature of the labor market and the paucity of employment services targeted to this population. To offset these obstacles, the author explains that job developers must improve LEP adults' employability skills through specialized language training and job club activities. Job developers must also improve their marketing techniques, making use of such employer incentives as the Targeted Jobs Tax Credit and tryout employment programs that defray some of the employer's costs. As the author points out, current employers of immigrants, particularly Indochinese refugees, have found them to be industrious and dependable. However, the corporate world and the general public are not fully aware of their potential contribution. Ms. Reed gives service providers the tools to market this population.

Though each of these four chapters concentrates on one aspect of the employment transition of LEP immigrants, the works are intended to be viewed as interrelated components of a holistic approach to serving the target population. To some extent, all immigrants need assistance to facilitate their English language development, cultural adjustment, vocational preparation, and job

placement. As indicated in the chapters, several approaches are used to improve the LEP adult's employability. Some programs concentrate on upgrading language, cultural, and job-seeking skills for placement into unskilled or semiskilled jobs; others provide job-specific training concurrent with language, culture, and job-seeking skills; and yet others focus on upward mobility of the currently employed LEP adults through inplant language classes. The delivery of these various services requires cooperation and coordination among a multiplicity of public, private, and community agencies.

It is evident that most of the attention has been placed on those immigrants perceived to be in greatest need—the unemployed or underemployed, limited English-proficient adult. Much has yet to be done to serve skilled immigrants in need of specialized language training and recertification or lateral retraining. Moreover, the remedial nature of current programs has not exploited the bilinguality or international entrepreneurship potential of the immigrant population.

Information on vocational training and adjustment of immigrants may be found in the ERIC system under the following descriptors: Adjustment (to Environment); Adult Education; Bilingual Education; *Cross Cultural Training; Cultural Differences; Cultural Influences; Employment Potential; *Employment Services; English (Second Language); English for Special Purposes; *Immigrants; Job Search Methods; Job Skills; *Job Training; *Limited English Speaking; On the Job Training; Second Language Instruction; Vocational Education; *Vocational English (Second Language); Work Attitudes; Work Experience Programs. Asterisks indicate descriptors having particular relevance.

LEARNING ENGLISH

Joan Friedenberg
Florida International University

According to a study conducted by the National Commission for Employment Policy (1982), one of the greatest obstacles to success for Hispanic workers is the lack of English skills. It is reasonable to assume that language problems are also the greatest obstacle to success for all non-English speaking immigrants.

Indeed, even before job training begins, immigrants usually need English to find housing, make purchases, get medical help, take advantage of social service assistance, enroll their children in school, get transportation, and carry out other necessary tasks. During vocational instruction, English is needed to understand tests, forms, teachers, counselors, safety signs, textbooks, manuals, films, charts, instruction sheets, and classmates. After vocational instruction, English is needed to understand job developers; read classified advertisements; network effectively; phone, write, or visit potential employers; and participate successfully in employment interviews.

Even after an immigrant finds employment, adequate English skills are needed to retain that position and to advance later. It is often said that 80 to 90 percent of workers who lose their jobs lose them because of interpersonal problems, not because of difficulties related to their technical abilities. Thus, the ability to communicate well on the job is essential for success, and more than likely, that communication must be in English. Thus, immigrant workers need English to communicate with supervisors, colleagues, job trainers, subordinates, customers, clients, patients, vendors, and repair persons.

The need for English cannot be overemphasized if immigrants are to enjoy full participation in life in the United States, especially in their work environment.

Teaching English to Immigrants

The field of teaching English as a Second Language (ESL) in the United States was not actually in "full force" until the mid- to late-1960s. Before that, adult immigrants who were lucky enough to receive any formal English instruction probably were subjected to classes taught by regular English, history, or foreign language teachers who focused on "proper" English grammar and usage and who employed methods that could hardly be considered interesting or meaningful.

As the field developed, more sophisticated and appropriate techniques were introduced. The field of ESL began to look less toward the field of English for assistance and more toward the fields of linguistics and foreign language teaching. This was a change for the better, especially since learning English as a second language is much different from "polishing up" English as a first language and is actually similar to learning other foreign languages. Thus, the ESL programs of the 1960s copied many of the techniques used in foreign language programs.

Probably the most widely used foreign language teaching method then was the Audio-Lingual Method (ALM). The goal of this method was to teach students all aspects of English grammar, vocabulary, and pronunciation and to use it in structured activities, such as word or phrase repetition, substitution drills, and dialogue memorization. Avoiding errors and instilling correct English "habits" were among the major objectives of this method. Critics began to complain, however, that students were "half-asleep" while repeating the dialogues. Also the dialogues, which they were forced to memorize, depicted unrealistic, if not absurd, situations. As a result, few adult immigrants completed their ESL programs as these classes contributed little to their daily needs.

Since that time, several more cognitive as well as humanistic approaches to the teaching of ESL have been introduced successfully, and students generally have more opportunities for free expression and more meaningful instruction. In addition, ESL educators have recently departed from teaching all aspects of English grammar, vocabulary, and pronunciation as they have realized the importance of tailoring their ESL classes to students' particular needs. As a result, phrases such as "General ESL" versus "English for Special Purposes" (ESP), "Prevocational ESL," and "Vocational ESL" (VESL) have begun to surface.

General ESL

Most general ESL classes attempt to teach all aspects of English grammar, vocabulary, and pronunciation. The curriculum is usually structural (based on the simplest to the most complex grammar), which means that in the table of contents of a general ESL text, the chapters might include the following:

- The Verb To Be
- The Simple Present Tense
- The Present Progressive
- Adjectives and Nouns
- The Simple Past Tense

For a long time, general ESL classes have been considered the only way to teach English to immigrants because they attempt to cover the entire English language by gradually progressing from the simplest to the most complex grammatical structures and vocabulary. However, experience has shown that general ESL classes have not met the needs of most immigrants because they need English classes that can immediately help them survive in U.S. communities and employment situations. A grammar-based approach simply cannot do this.

English for Special Purposes

ESP classes were designed to provide foreign students with English skills needed to function in specific situations. However, such programs in the United States have served only students with strong academic skills who are preparing for professional careers in U.S. universities. Unlike general ESL instruction, the curriculum is situational, based on topics related to such fields as engineering, medicine, and business. The table of contents of an ESP text related to civil engineering might include these chapters:

- Surveying
- Modern Buildings and Structural Materials
- Bridges
- Tunnels
- Environmental Engineering

Such a text would only be concerned with teaching the language (vocabulary and grammar) related to these topics, and not the technical skills involved with civil engineering. And unlike most general ESL classes, the grammar is presented in the order it is needed, not from simplest to most complex.

Prevocational ESL

Prevocational ESL classes are designed to provide students with the English needed to survive in a U.S. community. As in ESP, the curriculum is not based on grammar, but on situations, in this case related to survival skills, career awareness, and employability skills. The table of contents of a prevocational ESL text might contain the following chapters:

- Finding an Apartment
- Reading Want Ads
- Health-related Careers
- Using Public Transportation
- Writing a Check

Prevocational ESL is probably the most commonly used approach to teaching English to immigrants who are preparing for the U.S. job market. Unfortunately, the effectiveness of this approach is limited because it uses situations that are appropriate to everyone or every job. As a result, although immigrants may learn survival English for their daily consumer needs and learn something about finding employment, they learn little English that will help them with specific job training. Some prevocational ESL instruction should be included in a curriculum for adult immigrants, but prevocational ESL instruction alone is insufficient for individuals preparing for the U.S. job market.

Vocational ESL

VESL instruction is designed to provide learners with the English skills necessary to survive in a job-training program (either formal vocational education or on-the-job training) and on the job. Its curriculum is situational, that is, based on topics related to specific trades, such as cosmetology, auto mechanics, cooking, nursing assistant, and carpentry. Few VESL texts exist and most VESL instructors find that the best instructional materials are adaptations from actual vocational materials. Thus, the curriculum for a VESL class is based on the topics from the job training situation.

Unlike all other kinds of ESL teaching, VESL is closely coordinated with other instruction (i.e., the job skills training) and VESL teachers understand that VESL is intended to support vocational instruction, not to stand alone. VESL teachers also understand that it is their job to teach the *language* related to the vocational topics and not the technical skills.

A Word of Caution

Because the field of VESL is relatively new, there is sometimes disagreement about the names used to describe various kinds of ESL. For example, some consider topics such as Want Ads and Job Interviews to be part of VESL simply because they are employment related. Others believe that topics related to survival skills, such as Finding an Apartment, are part of general ESL because they are not related to employment. Thus, use of the terms *General ESL*, *Prevocational ESL*, and *Vocational ESL* are based on what has been found to be the most practical.

Delivery Models

VESL instruction has been shown to be the most effective approach to teaching English to adult immigrants. In fact, given the ideal combination of instructional services, adult immigrants can now complete vocational training in the same amount of time and with the same degree of success as their English-speaking peers (Galvan 1981; Gunderson 1983). Since students are receiving English language instruction that is relevant to their immediate needs, they are more motivated, drop out less, and do not waste time learning English that cannot help them with their immediate employment goals (Galvan 1981). This section describes the components of an ideal English language program for immigrant workers, including delivery models and lesson development.

Perhaps unlike other kinds of ESL classes, the success of VESL instruction can only be measured in terms of the students' success in the vocational class or on the job. Thus, as important as it is, VESL serves one purpose: to teach English that will support and strengthen vocational instruction or job training.

Because of the unique interdependence of job skills training and ESL and because of the unique needs of immigrant adults, in order to be successful the ideal delivery model should contain the following ingredients:

1. VESL instruction must be job specific and not merely prevocational.

2. VESL instruction should occur simultaneously with vocational instruction or job training and should be closely coordinated with the vocational instruction.

3. Vocational instruction or job training should use, when necessary, students' native language.

Thus, programs that require adult immigrants first to learn general ESL or only prevocational ESL before beginning job skills training are rarely successful. General and prevocational ESL cannot provide the relevant content or motivation to learn that VESL classes can. In addition, few unemployed or underemployed immigrants can afford to wait to begin job skills training. Finally, limited English-proficient immigrants may fall behind in the vocational class if supplementary instruction is not provided in their native language. Table 1 illustrates the advantages and disadvantages of several kinds of instructional delivery models for adult immigrants.

TABLE 1

CHARACTERISTICS OF SELECTED DELIVERY MODELS

	MODEL CHARACTERISTICS		
Models	Provides job skill and English language training concurrently so students don't have to wait	Provides English language training that is job-related (VESL) so English instruction is meaningful	Provides job skills training in the native language (as needed) so job training is meaningful
General or Pre-vocational ESL Followed by Regular Voc Ed	NO	NO	NO
General or Pre-vocational ESL along with Regular Voc Ed	YES	NO	NO
Job-site VESL (or "English at the Workplace") along with OJT	YES	YES	NO
Job-site VESL (or English at the workplace) along with OJT with Interpreters	YES	YES	YES
General or Pre-vocational ESL along with Bilingual Voc Ed	YES	NO	YES
VESL along with Bilingual Voc Ed	YES	YES	YES
Job-site VESL along with Bilingual OJT	YES	YES	YES

Although close coordination between the VESL and vocational instruction is emphasized in this chapter, one should not overlook the important roles played by counselors, job developers, and administrators. In an ideal situation, the counselor would assess the student's English language proficiency, native language proficiency, and vocational interest and aptitude. The job developer should be sensitive to the special employability needs of those who are culturally and linguistically different. Administrators, of course, provide the support that is needed to provide LEP students with the best possible services to accommodate their special needs.

Vocational English-as-a-Second-Language (VESL) Lesson Development

This section describes the role of collaboration in VESL lesson development, the parts of a VESL lesson, and some instructional techniques used in VESL.

The Role of Collaboration

Close collaboration between the vocational instructor (or job trainer) and the VESL instructor is essential for successful VESL instruction. The VESL instructor must depend on the vocational instructor for materials, topics, what vocabulary to emphasize, explanations about the trade that will clarify the language adequately, and ideas for teaching techniques. The vocational instructor must depend on the VESL instructor for information about the nature of the students' language problems, how the VESL instruction actually supports the vocational instruction, cultural information about the students, and ideas for teaching techniques.

The following 10-step checklist can be used to help vocational and VESL instructors collaborate effectively in the development of their respective lessons.

1. Identify 5-8 steps from the vocational task that is presently being covered in the vocational class. (Primary responsibility: vocational instructor)

2. Identify at least one safety precaution associated with the task. (Primary responsibility: vocational instructor)

3. Identify at least five vocabulary words or expressions to be reinforced. (Primary responsibility: VESL instructor identifies but confirms with the vocational instructor)

4. Identify at least two frequently used grammatical structures from the list of task steps. (Primary responsibility: VESL instructor)

5. List at least two kinds of materials that will be used to teach the task. (Primary responsibility: vocational instructor)

6. List at least three teaching techniques that will be used to teach the task. (Primary responsibility: vocational instructor)

7. List at least two kinds of materials that will be used to teach the language related to the task. (Primary responsibility: VESL instructor but confirms with vocational instructor)

8. List at least two teaching techniques that will be used to teach the language related to the task. (Primary responsibility: VESL instructor)

9. Determine the evaluation method for ensuring that students have learned the vocational language. (Primary responsibility: VESL instructor)

10. Determine the evaluation method for ensuring that students have mastered the task. (Primary responsibility: vocational instructor)

The Parts of a VESL Lesson

After the VESL and vocational instructors have met, the VESL instructor should take the information obtained from the vocational instructor and create a more specific lesson plan for his or her own use. This more detailed plan includes the following kinds of information (Friedenberg and Bradley 1984b).

- **The vocational topic.** This component may be a duty, task, task step, or objective and should be determined by the vocational instructor.

  Examples: Cosmetology—Wet the hair
  Carpentry—Identifying basic tools

- **Vocabulary and idiomatic expressions.** Both technical and nontechnical terminology should be listed, confirmed, and clarified with the vocational instructor.

Examples:	**Nontechnical**	**Technical**
	return	anchor
	check	connector
	attach	outlet
	black	duplex receptacle
	white	conduit

- **Grammatical structures relevant to the vocational topic.** Unlike general ESL, the grammatical structures to be covered will not relate to their relative complexity, only to their relevance to the vocational topic. The commonly identified grammatical structures in VESL instruction are the imperative (command), passives, prepositional phrases, noun compounds, adjective-noun combinations, simple present third person singular, and noun plurals (Melton Peninsula 1981).

  Examples: Command—*Determine* the location
  Mount the boxes
  Install the conduits
  Simple present, third person singular—
  The strainer *catches* . . .
  The capillary tube *reduces* . . .
  The condenser *cools* . . .

- **Language skills to be emphasized.** The VESL instructor must identify language skills such as listening, speaking, reading, and writing that need to be reinforced for the given vocational topic. Unlike general ESL, VESL teaches students only that which is absolutely necessary. For example, if literacy is not needed reading is not taught. (This does not imply that reading is unimportant; it is simply ignored for the moment.) The VESL teacher

must find out from the vocational teacher specifically what the student will have to understand, say, read, and write in order to function successfully in the vocational classroom and on the job. That, and only that, is taught.

Example: A housekeeper in a hotel would only need to learn how to read and fill out a typical maid's checklist.

- **Cultural information.** Almost any aspect of job training includes behaviors that could easily differ across cultures. Vocational instructors and employers relate countless stories of potentially competent workers who have problems in the vocational classroom, getting a job, and keeping a job because of cultural differences. Often the VESL instructor is the only one who can help immigrants with culture-related issues and for that reason it should be part of all VESL lessons. (Culture is discussed in more detail in a later chapter.)

  Example: The correct nonverbal behavior of a cosmetologist when greeting a patron, for example, appropriate distance and eye contact.

Instructional Techniques

The instructional techniques used in VESL vary as much as the occupational areas served. They usually include a balance of structured activities and communicative activities, with a "dash" of modern technology.

Structured language activities focus on specific grammar or vocabulary drills and usually contain only one correct answer for each item. Examples include matching, questioning, nonverbal responses to commands, sentence conversions, meaningful dialogue memorization, crossword puzzles, and identification of parts and processes.

Communicative activities focus on a particular situation, and students can say or do anything that is appropriate for the given situation. Examples include role-playing, discussion, listening comprehension questions, cloze exercises, and filling out actual job-related forms such as purchase orders and worksheets.

Recently, many innovative VESL programs have begun to use computers and audiovisual aids in their VESL programs. In Illinois, a pilot computer-assisted VESL program for the field of electronics was developed by Northwest Educational Cooperative. In southern Florida, computers are being used to keep records of the progress of all immigrant vocational students for the purpose of generating meaningful statistics to include in funding proposals. In addition, many VESL classes are making use of Language Masters* to help individualize instruction and to reinforce the names of tools and equipment. Broward County Schools (Florida) uses the Language Master with locally developed cards to teach VESL. VESL instructors also often use actual objects from the vocational laboratory to help illustrate concepts.

*A Language Master is a modified tape recorder manufactured by Bell and Howell. Instead of using a continuous tape, the machine "reads" pieces of tape that have been applied to cards and inserted into the machine. The tape describes a visual image such as an object or a sentence that is depicted on the card.

Recent Trends and Innovations

The special language needs of adult immigrants are becoming recognized by a variety of educators. Each individual, group, and institution has contributed in its own creative way. Some programs have used technology in the classroom while others have provided simple, helpful English instruction at the worksite.

For example, in a project coordinated by MacDonald et al. (1982), a computer program entitled TXTPRO was developed that analyzes vocational education texts for the most frequently used terms. Now available as microcomputer software,** TXTPRO can provide VESL teachers with a basis for selecting the most important vocational terms to cover.

Nationally, the Mainstream English Language Training (MELT) programs have developed and field-tested competency-based prevocational and vocational ESL curricula for refugees to support on-the-job training in several cities. They have also developed a technique of analyzing occupations for common functional language, such as asking for directions, describing a process, and responding to complaints. This way individuals preparing for a variety of trades can learn English together.

Another National program, the Vocational English Language Training (VELT) Resource Project, has developed a resource packet that can be used in vocational ESL instructional settings. The packet contains the following components: descriptions of existing VELT programs, characteristics or factors associated with successful VELT programs, guidelines for developing VELT programs, names of resource persons, lists of VELT programs whose staff can be contacted for program development information, and a bibliography of noncommercial VELT materials.

Vocational ESL instruction is only one of the important components in the process of helping immigrants adjust to working in the United States. Since learning English is probably the greatest obstacle to their success, their English language classes should be relevant and immediately useful. With the help of caring VESL instructors and vocational personnel, their adjustment to the world of work can be a smoother and more successful one both for them and their employers.

**TXTPRO may be purchased from Executive Resource Associates, Attn: Carlos Otal, 1745 Jefferson Davis Highway, Crystal Square No. 4, Suite 612, Arlington, VA 22202. The $20.00 cost includes a users manual; please specify either IBM or Apple IIe edition.

CULTURAL ADJUSTMENT

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Few individuals from other cultures enter the mainstream of American life with sufficient knowledge and understanding of English, the American system of education, and the "world of work" to integrate immediately into a new society. The process of adjustment takes place as limited English-proficient (LEP) individuals strive to function and produce in a strange new environment. Accepting the broadly defined concept of culture as learner behaviors that adhere to societal needs and values (Seelye 1974), educators, employers, and other service providers of LEP individuals must somehow identify and teach these behaviors. To be effective they must know about culture and its influences and implications concerning adjustment, language, education, and employment.

First, effective service providers should understand the potential trauma individuals may experience in a culture different from their own. Undue stress, pressure, confusion, irritation, frustration, uneasiness, and homesickness may temporarily plague the individual. In extremes cases, individuals may suffer from a temporary "shut-down," withdrawal from the new society, or counterproductive responses to the new culture such as those of *flight*, *go native*, or *fight* (Center for Applied Linguistics 1982).

Flight involves complete escape from the trauma of adjustment. In many countries, including the United States, members of some cultural groups choose to isolate themselves from the "foreign" culture by establishing their own communities where they feel safe, comfortable, and understood. These individuals choose not to experience the tremendous tension and exhaustion caused by constant attempts to be understood, accepted, and in control in the new culture.

The term *go native* describes a typical attempt at cultural adjustment. This method involves total immersion into the new culture and rejection of the native culture. This type of adjustment often leads to feelings of guilt and frustration, as the native culture, including family, tradition, and often religious beliefs, is discarded.

In confusion, an individual may *fight* adjustment. Persons employing this strategy attempt to change behaviors they consider bad or wrong in the new society, criticizing new values and emphasizing merits of their native values. Eventually, they realize the futility of attempting to change an entire society; at that point, an LEP individual will usually try to adjust.

What must happen with a person if he or she is to make a genuine adjustment? True adjustment includes an examination of one's self, one's native culture, and the new society's values and behaviors. It is a result of keeping one's true values and beliefs, yet accepting and internalizing important aspects of the new culture that help to attain personal, social, and financial goals.

Cultural Influences in Language

Several important aspects of a new language, such as societal values, technological advances, and environment, are often reflected in the grammar forms and vocabulary of a language and tell much about the people who use it. In Spanish, for example, societal values and philosophical attitudes are imbedded in the reflexive pattern "me dejo el tren" or "the train left me." No pattern exists to express the concept of "I missed the train." Spanish speakers often see the world with a "what will be, will be" attitude, not as confident or as in control of life as Americans are taught to be. Other examples of cultural influences in language are as follows:

- In Spanish, as in other Romance languages (French, Portuguese, Italian), the importance of persons in positions of authority is demonstrated through the use of an informal and formal term for "you," the informal reflecting a relationship of familiarity, the formal reserved for elders, educated persons, professionals, and church leaders.

- In many Asian languages, titles of authority within the family structure are numerous, denoting the high esteem given to ancestry and family hierarchy (Binh 1975).

- Concepts such as *wait* or *late* cannot be expressed in many American Indian languages, for such concepts and arrangements of time are non-existent in Native American societies (Seelye 1974).

- Because of few technological advances in Haiti, it is difficult to translate English technical terms into Haitian-Creole. For example, in Haitian-Creole no vocabulary exists to translate names of vacuum cleaner parts.

- An example of how environment affects language is found in the Eskimo language. Twenty-two words are used to define snow, reflecting the integral part it plays in Eskimo society.

When an adult needs to learn another language, cultural complications may curtail learning ability and facility. Second language learning involves the acquisition of a definite set of habits, a store of cultural information, and the ability to understand and create English phrases and sentences in appropriate social and cultural situations. For the adult, societal pressure to gain complete proficiency is expected, and any errors are often criticized. Therefore, the learner may be reluctant to experiment for fear of making mistakes.

Social exposure to the new language plays a vital role in successful second language learning. The exposure tends to be only partial, as adults often maintain the use of their native language with family and friends. They, therefore, do not gain the language experience necessary for acquisition of the new language.

To acquire speaking skills in a new language involves several choices. A person first must decide what to say; then choose the pattern to use; select the language that fits the pattern chosen and conveys the right meaning; use the correct arrangement of sounds, pitch, and structures; ensure what is said is appropriate in the specific social situation; and finally, place the tongue and lips in certain positions to produce the correct sounds. Second language learning also involves integrating new gestures and facial expressions into one's daily life. Merely acquiring the grammar, sounds, and vocabulary without knowledge of the new culture results in failure to perform adequately in the new language.

Often, problems of cross-cultural communication occur when the nonverbal signals are misinterpreted. A teacher trying to show approval by motioning "okay" with a hand signal may instead insult a Latin American for whom the gesture is obscene.

Cultural Influences in Education

As the foreign born arrive and enroll in public educational institutions, incongruencies are revealed between the LEP student's prior experiences with education in their native countries and what is found in American schools. Conflicts confront the LEP vocational student every day. One conflict is the American emphasis on socializing and educating students for both school and family settings. Today, required courses in U.S. secondary and postsecondary programs carry titles such as Life Management, Marriage and the Family, and Life Skills. In other cultures, however, educational systems reserve education in these areas for the home. Such cultures use the educational system for instruction of basic academic skills, cooperation, and respect for others and self, and the family is expected to educate children about life.

Another conflict is the competitive spirit in the American work force, which manifests itself in various forms of aggression and ambition in the vocational classroom (Bradley and Friedenberg 1982). This value is seen in work on projects, in testing, in comparing speed and accuracy of a job, and in the need for teacher and student attention and praise. Many LEP adults are unfamiliar with competition as a powerful motivator in both education and employment. For example, Asian and Haitan cultures tend to view independence and assertiveness outside the family or employment circles as taboo.

Teacher expectation of acceptable classroom behavior in the American system may be a source of additional conflict. Interaction and participation are expected and even encouraged, although many LEP students refrain from teacher-pupil discourse unless specifically called on. Americans view the student as an active participant in the learning process, while many LEP students have been taught to believe that the student is a passive recipient of knowledge. As a result, when an LEP adult withdraws from an opportunity for classroom participation, American educators may interpret such actions as disrespectful or as a sign of disinterest. Speaking loudly and demonstratively may indicate quite acceptable behaviors of friendliness and interest in many Latin societies, but Americans may consider these behaviors to be pushy or bad mannered in vocational classrooms or places of employment.

LEP students often have unrealistic expectations of American teacher behavior. Often, teachers from other countries keep a professional distance from their students, whereas many American instructors develop and maintain friendships with their immigrant students. Compared to educators from such countries as Latin America, Haiti, and Asia, American teachers may also dress and act casually. Many American instructors dress in denim jeans and sit on their desks during instruction.

Instructional and testing techniques common to American education also may often be foreign and even unsettling for LEP students. For example, LEP students often have difficulty taking standardized, multiple-choice, and timed tests. Multiple-choice, fill-in-the-blank, and true-false items are not generally part of formal educational techniques in many countries. In addition, the learning emphasis in these countries is often more on being correct than on being complete. As a result, timed tests are nonexistent and guessing is generally discouraged. Lectures, one-way presentations, memory exercises, essay-type assignments, and tests predominate as instructional and testing strategies, especially in Latin American, Haitian, and Asian educational systems (Lee 1982).

Cultural Influences in the American World of Work

The American work force is a subculture all its own, characterized by acceptable and unacceptable behaviors and unwritten laws. Frequently, probation or termination may be the result of not adhering to such well-established norms. Subcultural characteristics and expectations influence behavior in vocational training while job hunting and interviewing, and certainly once the LEP trainee is employed.

On arrival, few immigrants are immediately aware that American life is fragmented into segments of time and that even a lapse of seconds can be crucial. The importance of punctuality is difficult for many to grasp and may be even more difficult to apply. Often, LEP students demonstrate ignorance of this value by inconsistent attendance or tardiness. The concept of hours of training, instead of competencies acquired, to complete training programs successfully can also bewilder and frustrate LEP vocational students.

In addition, it is important for the adult learner to overcome cultural obstacles in job-seeking skills, such as reading, interpreting, and responding to classified ads for employment. These obstacles often hinder program completers from securing gainful employment. Terms such as *training*, *top salary*, *benefits*, *advancements*, *aggressive self-starter*, and *employment agency* may baffle those immigrants seeking jobs. These concepts carry cultural connotations unique to individual societies. One example is the term *aggressive*, which to Americans may denote a positive attribute in the workplace. In other societies, however, it may represent an undesirable or negative trait. Most important, the idea of job seeking is very new for many individuals who in the past have had family or government support for this endeavor.

American cultural characteristics, found throughout job applications, can be troublesome for the LEP individual. For example, the date of filing the application is usually requested. Many societies write the date in the sequence of day/month/year, whereas American culture requires the sequence of month/day/year. Multiple names and unusual spellings of the foreign born tend to confuse employers. Abbreviations used on application forms may be unknown or unfamiliar to the applicant. Furthermore, educational backgrounds differ from country to country (i.e., primary schools may extend to eighth or ninth grade in some countries). Professional titles related to previous employment may signify less formal training, less pay, or less technical know-how than those same careers in the United States.

Survival and success in job interviews depend on intensive training in important American cultural behaviors such as directness and informality in speech, clear and confident responses to interview questions, preparation of appropriately planned questions, going to the job interview alone, and use of direct eye contact as an important communicative device. Both Haitian and Asian cultures often avoid eye contact and bow their heads to signify respect. Features of the job interview unique to American society require extensive practice for immigrants to master them successfully.

Unfortunately, once an LEP individual obtains employment, native and American cultural values continue to conflict. American values in the world of work demand such behaviors as punctuality, prior notification of absence, maintenance of surface relationships in the form of small talk, and following directions precisely. Employees must also know how to ask employers appropriate and important questions, especially concerning salary, days off, absence, insurance, rules, safety, hierarchy of authority, and directions and procedures. Without knowledge or regard for such work rules, LEP individuals find themselves frequently unemployed (Lee 1984).

Conflict also arises in the areas of loyalties and priorities. When new immigrants are faced with decisions concerning work, such as advancing in the company by way of relocating, they often choose to remain near their families and friends.

Standards of hygiene may also present a problem. Immigrants from rural societies may have lacked sufficient plumbing or electricity to develop American standards of hygiene; therefore, they find the cleanliness and daily baths of American people strange.

From an early age, American employees are taught to get along with others by viewing them in terms of their roles, rather than as a total personality. In this way, an individual may sometimes respect the position of an employer without respecting the person. Immigrants have often been taught to view people and react to them in terms of the total personality. It is not uncommon to hear of immigrant workers walking off the job because of words or actions that cause them to lose respect for a coworker or an employer.

Strategies for Teaching American Culture

Today, services are provided throughout the nation to assist immigrant students during vocational training or at the workplace. These service providers strive to see that LEP individuals enter the mainstream of American life with sufficient knowledge and understanding of English, the American system of education, and the world of work to allow them to integrate and produce immediately in the new society.

Government and private agencies provide vocational counseling, English instruction, and vocational instruction to assist immigrants in job placement and maintenance. A bilingual and/or culturally sensitive counselor can inform LEP individuals about such sources as social services, government agencies, LEP advocacy groups, and local educational and career opportunities and requirements. Through planned strategies and activities counselors may also provide information concerning American cultural values unknown or unclear to adult LEP students, including the values of self-reliance or the concept of a distinct, separate, isolatable "self."

Counselors, English instructors, vocational instructors, and employers may use the following activities to assist effectively in the process of cultural adjustment.

- Role play two or three different job interviews or on-the-job situations, two inappropriately and one correctly. Have two students "rate" situations and identify the appropriate/inappropriate behaviors (Ford, Silverman, and Haines 1983). An example of a role play involves a person greeting a group of people he or she has met before but does not know well. Appropriate and inappropriate behaviors used in this example include shaking hands, greeting each other verbally, embracing each other, and bowing slightly to each other.

- Set aside one day each week or month as "Job Interview Dress Day." Have the students dress as they would for a job interview.

- Have the students bring in photos of their family members and identify and discuss the relationships. Then transfer the information to the relative section of a sample job interview.

- Have students listen to or read a job interview or on-the-job conversations. Isolate the individual comments. Allow the students to identify each speaker (employer, employee, customer, and so forth). Discuss the tone, register, and vocabulary differences and the reasons for them.

- Provide students with tours of vocational training centers or industry to increase awareness of local career opportunities and requirements.

- Develop exercises matching sample interview questions with appropriate responses; this technique may also be developed as a multiple-choice exercise.

- Develop exercises matching job application language with appropriate responses; this technique may also be developed as a multiple-choice exercise.

- Develop slides or videotapes showing appropriate and inappropriate employability behaviors. Use them for classroom discussion and critique.

- Give the students a short description of a problem situation on the job, followed by several possible solutions. Have the students choose one solution and their reasons for selecting it (Olsen 1981).

In her book, *Encuentros Culturales: Cross-Cultural Mini-Dramas*, Barbara Snyder (1979) describes an effective technique, similar to that suggested by Olsen (1981), for teaching cultural items and interference. Snyder suggests using role play in brief episodes that contain one or more examples of miscommunication. The exact cause of the misunderstanding described is not apparent until the last few lines of the dialogue. Questions are then asked that lead to discussion of the false assumptions and conclusions often made by LEP adults. Role playing may also be employed in mini-dramas that provide short descriptions of problem situations, each followed by several possible appropriate reactions. After several students dramatize the situations, others determine what might be the most appropriate solutions. Use of these techniques will assist in the process of cultural adjustment for LEP adults.

Conclusion

Employers and educators of limited English-proficient individuals may find it necessary to identify and examine their own professional values and accepted behaviors on the job and in the classroom. It is also helpful to develop a system for teaching acceptable behaviors and values to the LEP individuals with whom they are in contact. Fellow employees should also become aware of the most distinct cultural differences between them and their culturally different co-workers, as well as the process of cultural adjustment. Such education and understanding will facilitate the adjustment process during this difficult and awkward time.

With a thorough understanding of the manner in which cultural values affect language, education, and the world of work, vocational educators may respond knowledgeably and sensitively to LEP students' needs. With such knowledge, vocational educators, employers, and other service providers of LEP populations can successfully assist during cultural adjustment and play a major role in assisting LEP individuals to become self-sufficient in America and eventually to become functioning and productive members of society.

SKILLS TRAINING FOR IMMIGRANT WORKERS

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Flora Ungos was a nurse in a large city in the Philippines. She speaks good English and wants to continue to work in the medical field.

Jose Gonzales was a farmer in Mexico. He speaks no English and attended grade school for only 2 years.

Phong Nguyen is a high school graduate from Vietnam. He has never worked and speaks only a little English. He needs to get a job to help support his family.

Arman Garbidian was an engineer in Soviet Armenia. He knows very little English and his knowledge of engineering is not directly transferable. He hopes to resume his career as an engineer in the future but knows that in the meantime he must accept some other employment.

Martha Ojeda has worked for 25 years for a California tuna cannery but will be laid off soon. She speaks almost no English and has no other job skills.

These profiles illustrate the range of immigrant clients that adult employment training programs serve and portray the unique needs of immigrant workers. The kind of assistance trainees require will be determined by the following:

- Employment background (including transferable skills)
- Educational background
- English language proficiency (oral and written)
- Experience with U.S. culture
- Personal goals

These factors indicate that a wide variety of training approaches are necessary to serve immigrant workers effectively.

Typically, employment-related training for immigrant adults can be delivered through vocational programs, work experience programs, English as a second language (ESL) classrooms, and the workplace (Kremer and Savage 1985). This chapter discusses the vocational classroom

approach at length and briefly summarizes the work experience and workplace alternatives. Employment-focused ESL instruction is discussed elsewhere in this monograph.*

Vocational Program Approach

A vocational program approach prepares immigrant adults in specific occupational skills, employment-related English, and the cultural knowledge needed to function in the workplace. Students are prepared to enter the job market as skilled, promotable auto mechanics, dental assistants, and so on. The English language training (vocational English-as-a-second language or VESL) is distinct from the English taught to native speakers. VESL stresses understanding and speaking English as well as reading and writing it. The focus in VESL classes is on the language needs of training and employment.

Skills training is not required in every case. Before coming to the United States, immigrants may have learned skills directly transferable to the U.S. workplace. For example, immigrants who have extensive experience as machine operators in their own country may need only to learn some basic everyday English, the English names of tools, and how to understand instructions. They can go through a relatively short language training course and be placed directly on a job. The primary focus of this chapter is on immigrants who have no transferable skills and who have limited proficiency in English.

Immigrant trainees may be either mainstreamed—placed in the regular vocational classes with native speakers of English—or placed in special separate classes or tracks. Mainstreaming allows trainees a wide choice of classes, costs less as the expenses of a separate program are avoided, and is flexible. On the other hand, offering a specially designed program makes it easier to address the specific needs of immigrant trainees. Since it may be difficult for those who speak little or no English to survive in a mainstream classroom, a separate program may be the only viable alternative. In either case, extensive support services are essential to the success of the student.

As adults, immigrants usually need to enter the job market quickly to support themselves and their families. Short-term (less than 1 year in length), intensive training programs are usually most appropriate for immigrant adults, although some immigrants will be interested in longer term or part-time programs.

The length of time it takes trainees to complete a program depends on their educational background and ability in English. Trainees who are not proficient in English and other basic skills may be placed in a preentry training preparation program, which may extend training time to more than a year. A pretraining program builds basic proficiency in English, literacy skills, and math skills, and may include a basic familiarization with the concepts of working in a technological society. In the Southeast Asian Refugee Camps, U.S.-bound refugees go through a unique preemployment training program that includes all four elements (Dykstra 1985).

In addition to the student's personal goals, placement into specific occupational training programs should take into account the student's initial proficiency level in English and the language demands of the occupation. It is unrealistic to expect a student starting with almost no proficiency

*This chapter is extensively based on two reports: (1) *Approaches to Employment Related Training for Adults Who Are Limited-English Proficient* (edited by Kremer and Savage 1985), prepared by a working group of 20 practitioners for the California State Department of Education, Division of Adult Alternative and Continuing Education; (2) *VELEP: Patterns and Practices* (Hemphill et al. 1985). This onsite study of successful programs was prepared for the California Community College, Chancellor's Office.

to develop the language necessary to become a word processing operator in 9 months. However, some occupational areas such as welding, machine operation, and electronics assembly do not require much communication. For students with good English such occupations as medical assistant and office receptionist are worth considering, especially when the student's knowledge of another language may be an asset (Feldman, Nicolau, and Clelland 1982). The guiding principle in placement should always be opening, not limiting, opportunities for the student.

Adapting Training

Since the medium (whether it is a lecture, oral instructions, a textbook, or a technical manual) for transmitting information in technical training is usually English, training procedures and instructional materials need to be adapted. This does not mean watering down courses or turning out partially trained graduates; LEP learners are very capable of learning the material and becoming technically qualified. Their lack of proficiency in English, though, does present problems in understanding instruction and functioning in training.

The adaptation of instruction includes adjustments in the curriculum, materials, and approaches to instruction. A sampling of adaptation techniques includes the following:

- Breaking the material down into smaller than usual units presented step by step, introducing one concept at a time
- Pacing the introduction of new information so that the LEP learner has time to absorb it
- Replacing longer lectures with short lectures and more demonstrations
- Using the first language to explain key concepts either in writing or orally
- Making bilingual glossaries and dictionaries available
- Checking the readability of instructional material and if necessary adapting the material to an easier level
- Providing simplified summaries or outlines of long, difficult reading material
- Frequently checking oral and written understanding
- Increasing the amount of visual supporting materials
- Modifying the testing format to ensure one is measuring mastery of content and not mastery of English (Bradley and Friedenberg 1982; Kremer and Savage 1985; Lopez-Valadez 1981)

Using the Students' First Language

The skillful use of the immigrant students' first language can facilitate their progress in a skills training program. The students can learn conceptual information in their first language, enabling them to progress in their knowledge of the skill while they learn English (Troike, Golub, and Lugo 1981). In addition to facilitating progress, the use of the first language has a positive effect on the self-image of students because their language is viewed as an asset, not as an obstacle.

Bilingual vocational training (BVT) is a programming approach that stresses the use of the native language. In the BVT model vocational training is conducted in the student's first language, while job-related English language skills are developed. During the course of the program the proportion of English used increases, and the use of the native language decreases. BVT is an ideal model for a group of students who have a low level of English and who speak the same first language, e.g., a group of Spanish-speaking students. It allows them to begin learning content from the first day (Friedenberg and Bradley 1984a).

Because of the shortage of bilingual vocational instructors and the existence of many classrooms where several language groups are present, the ideal bilingual program is often difficult to achieve. However, the first language can still be employed as a tool through the use of bilingual aides and materials. Table 2 illustrates some of the ways a vocational program can use the student's first language (L1) in conjunction with English (L2).

TABLE 2

LANGUAGE USE STRATEGIES

Language Use	Conducted Solely in LI	Introduced in LI	Reinforced in L2
Names of Tools and Equipment		X	X
Processes		X	X
Safety Language		X	X
Direction, Location, Evaluation		X	X
Explanations of Effort		X	X
Explanations of Concepts	X		
Counseling Function	X		
Interpersonal Events in Training	X		
Interpersonal Events on the job		X	X

SOURCE: Troike, Golub, and Lugo 1981, p. 42. (Reprinted by permission.)

Other Approaches

Providing immigrant adults with occupational skills by training them in a vocational center is not the only kind of relevant training. Other, less traditional approaches should be considered.

Work Experience Approach

In the work experience approach, LEP learners are placed in work settings. In this type of programming, students have a combination of classroom training and placement in a work setting, usually on an unpaid basis. While work experience is a common form of programming with mainstream vocational students, it has not been used as often with LEP students.

Work experience programming provides the LEP learner who is unfamiliar with work in the United States with simultaneous structured classroom instruction and less structured, more experiential, real-life learning. It places the trainee in a job setting where he or she can experience success and failure but can return to the classroom to discuss and analyze what has happened. This sheltered setting provides a supportive structure that will help the trainee gain confidence through the first traumatic weeks of work. The experience with the language and culture of work is as important for the immigrant worker as learning work procedures or how to operate machines. This provides trainees with no verifiable experience—either because they have never worked or because their experience is in another country—with a local reference when they seek work. Although some hands-on skills training may be included in the classroom part of the training, the emphasis is usually on VESL and intercultural communication. Typically, trainees spend 4 hours a day in the classroom and 4 hours a day in their work experience setting.

Workplace Training Approach

Another alternative is to train immigrant workers at the workplace. Many employers who have LEP workers offer training on the worksite for one or more of the following reasons: to promote the worker, to retrain the worker, to improve job performance, to improve internal company race relations, and to offer career development possibilities.

The training is usually conducted at the company either as a part of the work day or in classes held immediately before or after work. The classes are operated in cooperation with the employer who helps identify appropriate content. The training may focus only on language and intercultural skills or include some technical skills. Some companies provide intercultural communication training for supervisors to give them the skills they need to manage a multicultural, immigrant work force.

Training agencies usually designate a staff member to convince employers to set up workplace classes. In some cases, companies are willing to pay for classes by contracting with training institutions.

Coordination

A program's success depends heavily on a coordinated effort of the administrative staff, vocational instructors, and the ESL instructors. Unfortunately, these components are rarely working together to make the program a success. A California study of successful programs found that

even in these model programs, either the ESL or vocational staff were unsupportive. The same study found that "the administrative leg was a key 'leg' without which the program could not succeed" (Hemphill et al. 1985, p. 10).

Staff Development

As with any new programming, staff members need to be prepared to serve a new group of learners, which in this case are the LEP students. All staff—instructional, counseling, job placement, and administrative—need to be oriented to the program goals and to the characteristics of LEP learners and their problems. Staff development should include such topics as adapting instruction, intercultural communication, cross-cultural counseling, and specific information about the cultural groups (Kang and Kasl 1982). Staff development resources should be invested in team building, as successful training will involve combinations of vocational instructors, ESL instructors, bilingual aides, counselors, job developers, and employers. Each needs to understand and respect what the others do (Kremer and Savage 1985).

Instructor competencies, such as developing specialized teaching methods and determining when instruction delivered in English is understood, have been identified for bilingual vocational instructors in two studies (Friedenberg and Bradley 1984a; Kirschner Associates 1980). Most of these competencies are relevant to all personnel who work with immigrant workers and may be helpful in identifying topics for inservice training.

Support Services

Support services are essential in training immigrants. The most important of these are outreach, assessment, counseling, language training, cultural orientation, and job placement.

The first step is recruitment. Traditionally, linguistic minority communities have not enrolled in vocational and employment training programs and, in fact, often feel excluded from them. Programs need to reach into the local language minority communities to increase awareness of available training opportunities and special support services. Second, a recruited LEP student's initial contact with the program needs to be positive. Counselors who assist the student to select and enroll in a program should be bilingual or at least prepared to deal with language minority students. Students should be assisted in determining their eligibility for receiving financial aid or for enrollment in special programs.

Career awareness and career counseling for LEP earners deserve special attention. Immigrants' knowledge of career options is likely to be limited and unduly influenced by the work experience of relatives and friends. They are unlikely to know either the range of career options or the qualifications necessary for entering a given occupation. Likewise, they may be unaware of the demand for the occupation they choose as well as its earnings possibilities.

LEP learners need to develop realistic career goals, so they neither underestimate their abilities nor establish unrealistic expectations. They need to develop an awareness of the importance English language proficiency plays in their ultimate success. The concept of career mobility needs to be stressed since LEP workers are particularly susceptible to remaining in a job without developing additional skills. They need to learn how to acquire new skills so that, once they are employed, they will be considered for further training and promotion.

Intake and placement in a program should include an assessment of students' interests and abilities (including their ability to read and speak English). Any testing should be appropriate and, if necessary, adapted to the LEP student. The goal of the assessment process should be to place students in programs that match their interests and in which they will be likely to succeed. Assessment can be a barrier that unnecessarily excludes students by using tests that rely heavily on instructions written in English, reading tests designed for and normed on native speakers of English, or culturally inappropriate interest inventories (California Adult Student Assessment System 1984; Cordova and Phelps 1982).

By definition, the LEP population needs appropriate language and cross-cultural training. Training as an electronics technician does not lead to successful job placement if the trainee cannot communicate when he or she gets a job. Trainees also need to be able to understand the expectations of the workplace, such as calling in sick and having their performance evaluated. (See the chapters "Learning English" and "Cultural Adjustment" for a more detailed discussion.)

Since the final goal is employment, the program needs to have or be associated with a job placement service. The job developer needs to prepare the applicant and the employer carefully. Applicants must know how to present their qualifications on paper and in an interview. They need to convey not only English language skills but also cultural information. Applicants must understand that they are expected to promote their skills rather than be self-effacing, as is appropriate in some cultures. Likewise, an employer who has little or no experience with immigrant workers needs to be oriented to using these workers effectively.

Finally, since most LEP adults are economically disadvantaged, other key needs—child care, health care, transportation, mental health counseling, and so on—must be met before they can take advantage of training. If needs cannot be met by the training agency, trainees can be referred to community agencies. A program should have strong linkages to the community to facilitate this.

Funding

Because of the specialized support services needed, training programs for immigrants often require extra financial resources and are supported by supplementary funding, frequently from more than one source. Three common sources of Federal money are the Vocational Education Act (VEA), the Job Training Partnership Act, and the Refugee Act. Numerous other potential sources of money exist, including instructional improvement incentive programs, rehabilitation services, and contracts with industry. Successful programs assemble money and resources from a variety of sources. For example, the vocational instructor might be paid from regular instructional funds, the ESL/VESL instructor by the school's ESL program, and a bilingual aide from VEA funds.

Research and Development Needs

The field of vocational education is beginning to acknowledge the existence of the LEP population, to understand its needs, and to learn how to deliver services to this population successfully. With this experience, what is known and what is not known becomes clearer, allowing a research and development agenda to be set. One starting point might be the agenda laid out by a researcher in a recent paper delivered at the National Center for Research in Vocational Education (Crandall 1985). The agenda includes individual assessment and program evaluation, vocational materials and vocational language materials in English and in native languages, study and revision of licensing and certification procedures, and the creation of programs to meet the needs of the least and most educated LEP students.

Conclusion

Consider how the five candidates for training introduced at the beginning would be served. Flora, the Filipina nurse, could receive some specialized supplementary training and be recertified. The Mexican farmer, Jose, is a more difficult case since he comes to the United States with no transferable skills, no ability in English, and almost no previous education. A bilingual vocational training program or perhaps a pretraining program that improved his literacy skills before he entered training would be ideal. Phong, the high school graduate from Vietnam, is a candidate for direct entry into training. He has some ability in English and a good educational background. He will succeed with support such as language and cultural training, bilingual counseling, and possibly financial aid. Arman, the engineer, has a skill, but not one that is easily transferred. He also lacks the language proficiency to benefit from any immediate efforts to retrain him. He most likely needs skills training and career counseling to choose an interim alternative occupation and to prepare a long-term plan to achieve his goals. Finally, Martha, the soon-to-be-displaced cannery worker, is a candidate for career counseling, including an assessment of skills and abilities. She will probably need retraining so she can learn a marketable skill. A workplace program would be ideal because it would prepare her for immediate entry into a new job once she is laid off.

Many other immigrant adults and youth like Flora, Jose, Phong, Arman, and Martha need vocational training in order to enter and succeed in the job market. Many vocational programs are located in communities that need access to training. To be successful, these programs must adapt what they have done well for many years. First, they need to make it clear in recruitment and outreach that linguistic minorities are welcome. At the same time, in order to deliver quality services to LEP adults, programs need to build their institutional capacity by adapting curriculum and instruction, preparing staff, and assuring the availability of support services.

ACCESSING EMPLOYMENT FOR THE LIMITED ENGLISH-PROFICIENT ADULT

Tipawan Reed
Northwest Educational Cooperative

Finding gainful employment has become an increasingly difficult task for limited English-proficient (LEP) adults. The overall unemployment rate, the increasing number of LEP adults, and shrinking Federal dollars for program services have all contributed to this bleak situation.

According to studies, businesses that have hired LEP individuals have found them to be industrious and dependable, but in general, the employers are not fully aware of their potential contributions or of the policies and practices of hiring refugees, immigrants, and other LEP groups. Furthermore, their lack of knowledge concerning the language and cultural background of LEP adults has deterred them from tapping this potential work force. In most instances, employers have no knowledge of financial incentive support services and resources available to them.

Employment services for LEP adults generally have been uneven. Although programs funded by Title XX of the Social Security Act and the Job Training Partnership Act (JTPA) provide placement and retention (PAR) services, they are generally not designed to meet the employment needs of LEP adults. As a result, few LEP students participate in these programs. Additionally, adult educational funds are earmarked solely for English-as-a-second-language (ESL) classes, not employment. As a result, many community-based agencies and self-help groups have taken on the responsibility of providing employment-related services.

With the influx of Indochinese refugees since 1975, the Office of Refugee Resettlement, U.S. Department of Health and Human Services (ORR/USDH&HS), has emphasized employment as a funding priority; thus programs receiving funding from ORR have been in the forefront of employment service delivery.

These programs have various needs. LEP-specific job development is new, but one must remember the entire field of job development is not highly developed. Most job developers have little or no training or experience. Training in this field is not available through any funded technical assistance center and accessible and practical materials on job development strategies, public relations, and marketing are virtually nonexistent. Furthermore, the majority of job developers have little or no background in marketing and public relations. Often, their knowledge of the business world is limited. These individuals usually come to the job with a strong social service orientation and perceive the business world as profit-centered. Since they are often uncomfortable in this environment, they cannot adequately serve other equally important clients—potential employers.

In many cases, job developers also assume the duties of a project director, ESL teacher, or social service worker. In these instances, few placements are generated and little time is available for follow-up after placement with employers and employees. In addition, agencies and individuals concerned with employment of LEP individuals have concentrated their effort on "crisis placement" or finding isolated jobs as opposed to constructing and cultivating a system that will generate its own jobs. Job development strategies that focus on accessing the total corporate culture through its pressure points have not been adequately identified and implemented.

LEP adults' lack of an English language orientation to the world of work and limited marketable skills are two difficult barriers to overcome. They not only compete for fewer jobs today, but they also have fewer skills and little experience to offer employers. If LEP individuals find employment, there is a high turnover rate among those who have attained only a low-level English proficiency.

This chapter responds to these problems by examining the following topics:

- Employer's perspective
- Techniques for improving job-seeking skills
- Job development techniques

Information incorporated in this report has been drawn from the writer's and others' work on refugee employment. Although the information is refugee specific, it is also relevant to LEP adults' employment situation.

Employers' Perspective

A study entitled "Industry's Reactions to the Indochinese" was conducted in 1981 by John Latkiewicz (1982). It involved all 195 personnel managers/supervisors in the Utah area. Using a rating scale that ranged from 1 ("extreme problem") to 7 ("no problem at all"), these employers were asked to compare Indochinese refugee employees with other employees in general. The average responses to several problems are highlighted in tables 3 and 4. In most of the areas related to work habits and ethics, employers rated Indochinese refugees more positively than other employees. These results were corroborated by the personal interviews conducted by Latkiewicz.

Although cultural differences were mentioned, the single most important problem identified by the respondents was language. Eighty-three of the 95 employers mentioned language as the major obstacle to employment.

During Fiscal Year 1983-1984, the Work English Project funded in Illinois by a refugee Targeted Assistance Grant (TAG)* conducted a survey of more than 52 employers in the Chicago area. Employers were asked to rank communication difficulties and other problems of LEP individuals on the job on the scale of 1 to 3. Table 5 summarizes the results.

Similar findings were cited by another extensive study conducted in Orange County in 1981 (Baldwin 1982). Orange County employers were asked to list the advantages and disadvantages of hiring Indochinese refugees. Their responses are summarized in tables 6 and 7.

Overall, LEP adults, more specifically Indochinese refugees, were perceived as hard working, industrious, and reliable workers. Language, rather than cultural differences or vocational skills background, was the major barrier to employment and considered the cause for other job-related problems.

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*All TAG projects are funded by the Office of Refugee Resettlement (ORR), U.S. Department of Health and Human Services, through the designated state agency. The ORR funds are available to provide services to refugees who have been in the country more than 18 months and who reside in countries targeted by ORR.

TABLE 3

EMPLOYERS' REACTIONS TO INDOCHINESE REFUGEES' WORK HABITS

	Refugee Employees	Employees in General
	Scale: 1 (extreme problem) to 7 (no problem at all)	
Being Late for Work	6.05	2.78
Inability to Get Along with Supervisory Personnel	6.05	4.28
Inability to Get Along with Fellow Workers	5.75	3.70
Being Absent or Late Due to Problems with Child Care	5.65	4.01
Unexcused Absences	5.54	3.10
Depression or Anxiety	5.29	4.41
Instability of Employment	5.27	3.68
Quitting without Notice	5.11	3.78
Problems Getting Transportation	4.59	4.74

SOURCE: Latkiewicz 1982, p. i. (Reprinted by permission.)

TABLE 4

EMPLOYERS' REACTIONS TO INDOCHINESE REFUGEES' WORK ETHICS

	Refugee Employees	Employees in General
	Scale: 1 (extreme problem) to 7 (no problem at all)	
Reliable	6.21	5.13
Honest	6.16	5.42
Cooperative	6.08	5.34
Trustworthy	6.07	5.41
Industrious	5.97	4.90
Responsible	5.84	4.92
Thorough	5.76	4.84
Ambitious	5.59	4.82
Enthusiastic Attitude	5.36	4.56

SOURCE: Latkiewicz 1982, p. ii. (Reprinted by permission.)

TABLE 5

COMMUNICATION PROBLEMS ON THE JOB

	Not a Problem			Extremely Troublesome	
	0	1	2	3	N
Following Directions	9%	37%	39%	15%	46
Obeying Safety Regulations	18%	37%	41%	4%	46
Ability to Understand Company Policy	7%	28%	50%	15%	46
Relations with Other Employees	30%	57%	11%	2%	46
Ability to Report Problems on the Job	7%	30%	50%	13%	46
Absenteeism/Tardiness without Justification	28%	28%	26%	18%	46
Failure to Ask when Something is not Understood	10%	12%	38%	40%	42

SOURCE: Mrowicki 1984b, p. 3.

Other major findings related to language include the following:

- Employment provides contacts with fellow workers, the employer, the company, and opportunities to practice the mainstream language and to learn group norms.
- Because they can't speak English well, in some cases, refugees have been exploited by employers (Davis 1974; Murphy 1955; Rogg 1974).
- In the 1975 Vietnamese cohort, English-language proficiency was clearly linked to employability. Ninety-seven percent of Vietnamese refugees who possessed English language proficiency were employed when they arrived in the United States, but only 79 percent of the Vietnamese refugees without adequate English language proficiency were employed (Monteno 1979).
- English knowledge often serves as a screening requirement for employment. English ability is evaluated differently, depending on the firm and employer, job requirements, and the social context of the workplace (Bach 1984).

TABLE 6

ADVANTAGES OF HIRING INDOCHINESE

1. Hardworking, tireless employees
2. Extremely dependable, reliable
3. Eager to learn, to continue with school, and dedicated to advancement
4. Above average intelligence, quick learners
5. Very loyal
6. Punctual
7. Good work habits
8. Good use of time
9. Good attendance record
10. Good manual skills, dexterity to work with small parts
11. Good numerical skills
12. Good comprehension of electronics
13. Very adaptable
14. Eager to be independent, and to own their own business
15. Job stability
16. Strict adherence to rules
17. High self-esteem
18. Do not cause problems with other employees
19. Willingness to accept almost any work, or any wage
20. Availability in a tight labor market
21. A way for a company to meet minority quotas
22. A way to help refugees pay off government loans
23. A humanitarian contribution
24. A way to keep refugees off welfare

SOURCE: Baldwin 1982, p. 44.

TABLE 7

DISADVANTAGES OF HIRING INDOCHINESE

1. Language communication problems
2. Cultural and value differences (they say yes, but mean no)
3. Slight build, not strong enough for heavy lifting
4. Unrealistic expectations of advancement and promotion
5. Too aggressive prematurely
6. Feel entitled to a job
7. Take jobs away from Americans
8. Sometimes cause of tension between Indochinese and Hispanics
9. Unstable, change jobs for higher pay
10. Do not adapt well to shifting work schedules
11. Must be trained, often will work only with each other
12. Fear top management
13. Difficult names

SOURCE: Baldwin 1982, p. 45.

Improving the LEP Adult's Employability Skills

In recent years, researchers have tried to determine the effect of English language proficiency and employment. The findings indicate a need for well-defined and developed, employment-focused ESL instruction to enhance the employability of the LEP population.

Employability skills can be defined as (1) general preemployment competencies necessary for finding and keeping a job and (2) technical competencies necessary for performing specific occupations, such as welding or drafting.

The focus of this chapter is on general preemployment skills; exhibit 1 highlights competencies excerpted from the Work English Preemployment Project (Mrowicki 1984b).

EXHIBIT 1

WORK ENGLISH PREEMPLOYMENT COMPETENCIES: LEVEL TWO

SOCIAL LANGUAGE

1. Ask and answer general and work history questions.
2. Talk to coworkers about last or next weekend.

MAINTAINING A JOB

Absence

1. Give appropriate reason for absence or tardiness.
2. Request permission to take time off or leave early.

Clarification

1. Ask someone to speak more slowly or to repeat.
2. Acknowledge when something is understood.

Problems

1. State a problem.
2. Ask for help on the job.
3. Apologize and give an explanation when something has gone wrong.

Following Directions

1. Follow simple instructions.
2. Respond appropriately to work interruption or modification.
3. Respond to positive and negative feedback.

EXHIBIT 1—*Continued*

Task Performance

1. Count, select, and order items using alpha, numerical, or alphanumerical order.
2. Ask and respond to request for assistance. Report on tasks in progress or those previously completed.

Location

1. Ask for and give the location or whereabouts of another employee.
2. Describe or comprehend where something is located.
3. Follow and give directions.

Identification

1. Identify people by name or physical description.
2. Request and identify/describe name and function of unknown object or substance.

Messages

1. Appropriately answer the phone in the workplace.
2. Respond to a request to speak to someone.

Job Advancement

1. Inquire about job advancement.

Schedule

1. Read and ask questions about work schedule.

Safety

1. Read safety signs and posters.
2. Give and respond to verbal warnings.
3. Report causes of accidents.
4. Identify safe and unsafe work procedures.
5. Ask about proper usage of unfamiliar substances or objects.

Finding a Job

1. Give on request name, address, telephone number, social security number, birthdate, birthplace, marital status, and citizenship status.
2. Describe previous work and training experience.
3. Fill out a simple job application form.
4. Read a simple job announcement.
5. Inquire about job openings in person.
6. List common occupations and related duties and tools.
7. Ask and answer simple questions in an interview.

SOURCE: Mrowicki (1984b).

ESL programs are addressing the need for employment-related instruction in several ways:

- ESL programs are including employment instruction in established general ESL curriculum. Preemployment instruction is taught in 10 to 50 percent of the course.

- ESL programs are evolving into general vocational English as a second language (VESL) programs. In this model, the ESL courses are devoted solely to the clients' need to develop language skills that will enable them to get and keep jobs.

- Occupationally specific VESL classes are being provided during employment. In some cases, these courses are conducted on the job site. These classes focus on teaching the language competencies necessary for performing a specific job. Safety language, specific technical and subtechnical language, and social interaction on the job are all part of the curriculum.

A definite trend toward a competency- or performance-based approach to instruction is evidenced by the national Mainstream English Language Training (MELT) and Vocational English Language Training (VELT) Projects currently being funded by ORR. In addition many refugee programs are offering job clubs and job workshops as another approach to increase students' employability skills. The Job Club model (Azrin, Flores, and Kaplan 1975) has been used for some time as a self-directed job search approach with mainstream welfare-eligible clients. Azrin et al. (1980) describes this approach as follows:

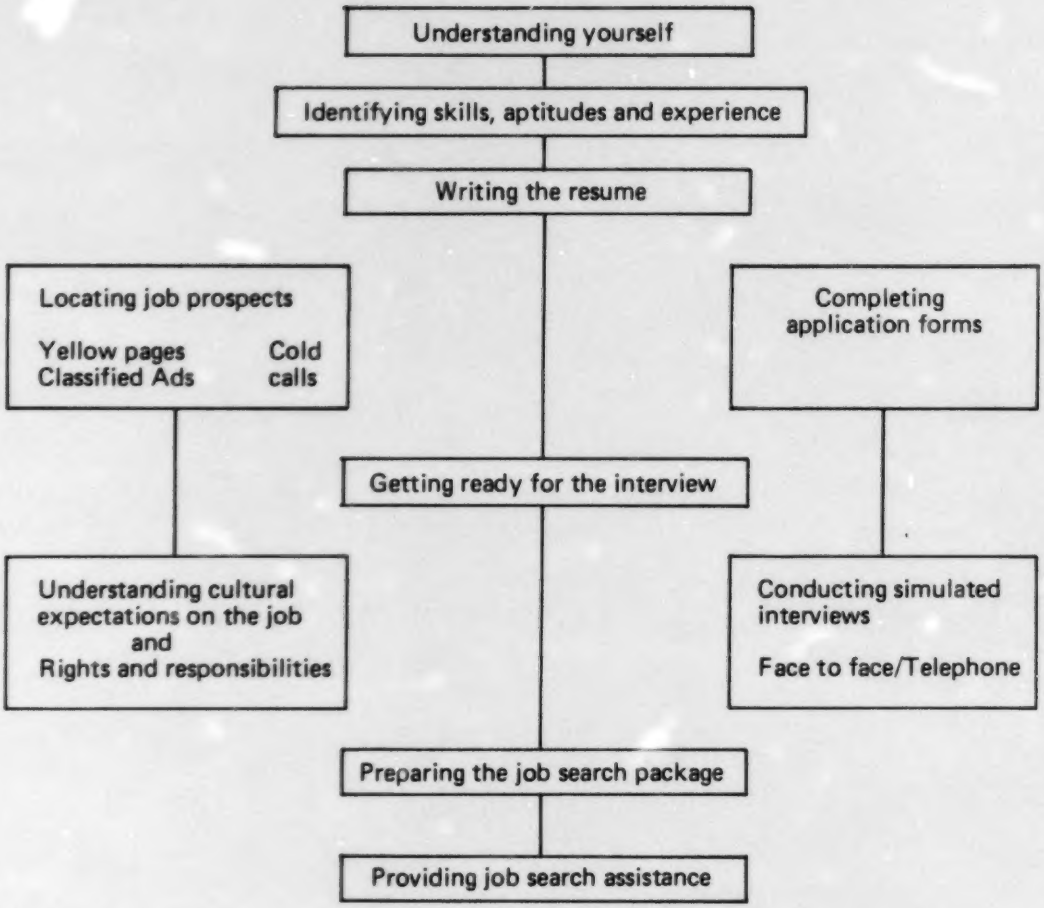
> The method is based on a behavioral analysis of job-seeking as a social interaction in which obtaining job lead information is the initial response of a chain of behaviors. The method utilizes motivational procedures, materials, facilities, and intensive daily instruction of a small group of job-seekers. (p. 139)

In applying the Azrin model to the LEP population, ESL instruction focusing on preemployment competencies is integrated. The cross-cultural dimension relative to the U.S. world of work is also considered in daily instructional activities. Because of its self-directed approach, the job club is designed for LEP adults with intermediate or advanced English language skills. Its purpose is to provide LEP individuals with the necessary skills and confidence to seek employment on their own rather than through the program. Generally, a job club is held 3 hours per day for 8-10 days. The time is divided between classroom instruction and actual self-directed job seeking. The following are considered as common job club components: job readiness, job research, telephone usage, job search, and job survival.

A job workshop is similar in format and content. However, it is designed for lower-level LEP students and generally lasts up to 3 weeks longer than a job club. It relies more on native language support. A bilingual staff is critical for providing orientation to the American world of work, cross-cultural employment counseling, and tutorial assistance. More emphasis is placed on structured and guided, rather than self-directed, job search activities.

The Willis College's prevocational module, depicted in figure 1, has been implemented with impressive results. This model is easily adaptable for both job clubs and job workshops.

Since job clubs and job workshops for LEP adults are recent developments, data on their effectiveness are not available. Indications from the field, nevertheless, have been favorable.



SOURCE: Adapted from Fox and Jones 1982, p. 53.

Figure 1. Prevocational module, Willis College

The following texts and resource materials are recommended for those interested in implementing employment-related instructional programs: Adelphi University 1984a,b; Azrin, Flores, and Kaplan 1975; Fox and Jones 1982; Gage and Prince 1980, 1982; Mrowicki 1984a; Northwest Educational Cooperative 1983, 1984a,b,c; Rowecamp and Robinson 1985; and Savage, How, and Yeung 1984.

Job Development Strategies

The two basic approaches to job development are crisis placement and investment. In the former, the job developer views the client's need for employment as critical. This approach generally

involves cold calling, responding to want-ads, and immediate placement. Since the situation is perceived as a crisis, little time is spent on identifying and diagnosing the needs of the employers.

The investment approach, on the other hand, may not necessarily produce immediate job placement. It uses consultative marketing techniques, which require careful research and analysis of the employer's needs and development of a response to them. This section highlights several successful investment marketing strategies for job development.

A 10-Step Marketing Approach

Assumptions underlying this approach are borrowed from the sales and marketing field. Products and services are LEP clients and program services, and customers are employers. To be successful, a program must (1) know and believe in its product and services and their advantages and disadvantages, (2) know and understand the needs of the customers, (3) tailor the products and services to meet their needs, and (4) guarantee the products by serving and satisfying the customers. The approach, depicted in exhibit 2, is based on the following:

- A solid, long-term relationship based on trust and mutual benefit
- A communication format clearly understood by the employer and significant to him or her
- Logical steps to accomplish goals and secure employment opportunities
- Sincere interest in employers and their needs and concerns
- A comfortable format that uses current skills and abilities. (Gerel 1984, p. 6)

Direct Mail and Publicity Campaigns

Direct mail and publicity campaigns are often used by the business sector but generally overlooked by most employment providers. These strategies, if effectively conducted, can result in positive job leads. The following principles for developing and implementing direct mail and publicity campaigns have been successfully field-tested by two national demonstration projects funded by ORR during FY 1983.

Direct mail. The direct mail strategy can inform employers about a new source of employees. The following suggestions will lead to a more successful direct mail campaign (Adelphi University 1984b):

- All printed materials in a direct mail campaign should be concise, typeset, with clean graphics, professionally printed, and result-oriented in content.
- A mailing list of 100 to 150 is efficient, since it allows time for telephone follow-up.
- If the return is less than 5 percent, follow-up should be done by a second mailing, and a phone call no later than 7 working days after the first mailing.
- Return is much higher if the cover letter is signed by a well-known employer in the business community.

EXHIBIT 2

TEN-STEP MARKETING SYSTEM

STEP 1: Suitability	Get to know about the company before talking to anyone. Determine if compatibility exists.
STEP 2: Appointments	Set up an initial appointment by phone or other contact. Learn about the company and begin establishing a relationship during this appointment.
STEP 3: First Meeting	Visit the company and learn all you can about it, its products and concerns. Do not look for or emphasize placement, build the relationship first. Determine if the potential exists for a mutually beneficial relationship. Set up a second meeting for a tour or further clarification.
STEP 4: Record	Record all relevant information about the company and its products immediately after the meeting. Ensure that all other placement individuals have access to it. Send a thank you note.
STEP 5: Second Visit	Tour the facility and clarify any questions. Assess the company as it relates to your products and services. Solicit feelings about your program, services, and clients. Overcome initial objections. Present your services formally.
STEP 6: Strategy	Determine the most likely area of success that primarily benefits the employer. Determine how this will benefit your goals. Confer with fellow job developers.
STEP 7: Proposal	Present your plan to the employer. Include a written document for the employer's reference. Pre-address common objections.
STEP 8: Objections	Be prepared to overcome any and all objections with clear, concise answers. Don't accept no. Solicit objections if they are not presented up front.
STEP 9: Delivery	Deliver, without fail, what you have promised.
STEP 10:	Call the customer occasionally to make sure everything is all right and to generate new business.

SOURCE: Gerel 1984, pp. 7-10.

EXHIBIT 3

SAMPLE PUBLIC SERVICE ANNOUNCEMENT
(30 seconds)

LOOKING FOR HIGH PRODUCTIVITY, LOW ABSENTEEISM, HIGH RETENTION, AND A LOYAL WORK FORCE? WE CAN HELP! P.R.I.D.E. is a nonprofit program which links employers with "New Americans." These persons have come to the U.S. seeking freedom and a chance to start a new life. P.R.I.D.E. not only finds the right employee for you, but it can also provide you with TAX INCENTIVE INFORMATION, PRE-EMPLOYMENT TRAINING, SUPERVISOR ORIENTATION AND CROSS-CULTURAL CONSULTATION, ON-SITE FOLLOW-UP SUPPORT, and any other services you need to locate and maintain highly motivated employees. These services are ABSOLUTELY FREE! Give us a call at: (312) 870-4159. Ask for Tipawan Reed.

SOURCE: Adelphi University 1984a, p. 19.

- Mailing to members of professional associations, such as the American Society of Personnel Administration, can be most effective if the cover letter is signed by a member.

Publicity. Positive publicity about the program or the LEP clients can increase visibility and employment opportunities. To develop effective publicity for a program, the following tasks are recommended (Adelphi University 1984a):

- Gather information on area media
- List contact persons
- Prepare press and public relations packets
- Meet media people personally
- Send press releases to local papers regularly
- Establish and maintain rapport with the reporters who write for business, life-style, and food sections
- Write letters-to-the-editor regularly
- Advertise the program in classified ads
- Develop public service announcements (PSAs) that can be aired at no charge on local radio and television stations. (Exhibit 3 is an example of a PSA developed by Project PRIDE.)

Networking with Businesses

Involving key employers in employer action or advisory boards that promote job development and placement of LEP individuals can mobilize private sector resources and provide greater access to businesses. This effort is based on the assumption that everyone thinks his or her ideas are valued and will be implemented with desirable and concrete outcomes. Furthermore, the business community is beginning to emphasize participation in civic affairs, not only for direct, material benefit, but also to demonstrate social responsibility.

Ten principles of successful employer advisory boards are as follows (Northwest Educational Cooperative 1984c):

1. Select an appropriate name that reflects the group's function
2. Focus clearly on the group's objectives, goals, and activities
3. Make the objectives realistic and outcome oriented
4. Ensure there is "something in it" (a payoff) for everyone
5. Specify at the beginning members' roles and responsibilities
6. Foster a sense of ownership and active participation.
7. Respond to recommendations and promptly report results
8. Ascertain members' resources and expertise and use them
9. Keep meetings short, direct, and task oriented
10. Build rapport and establish contacts

Support Services for Employers

In addition to the usual services available to employers such as prescreening, reference checking, on-the-job orientation, interpretation, and follow-up, many successful employment providers also directly or indirectly provide cross-cultural management training (Northwest Educational Cooperative 1984b) and on-site VESL. In these cases the employment providers not only function as an employment agency but they also perform the role of a resource consultant. These services, if professionally delivered, are invaluable to the employer since they influence turnover rate, training time, productivity, and absenteeism.

Financial and Tax Incentives for Employers

Businesses respond to the bottom line. Many employers, however, are unaware of tax and financial advantages of hiring certain disadvantaged groups. Since many LEP individuals qualify under programs providing financial or tax incentives, employers have an incentive to hire them. Some of these resources are briefly identified and described in this section.

Targeted Jobs Tax Credit (TJTC). The Targeted Jobs Tax Credit Program, enacted by the Revenue Act of 1978, offers employers a tax credit on their Federal income taxes for hiring individuals from certain target groups who have had difficulty obtaining employment. The nine eligible target groups are as follows:

- Recipients of Federal Supplemental Security Income (SSI) cash assistance (for the aged, blind, and disabled)
- Recipients of State or local general assistance cash payments for at least 30 days
- Handicapped persons who have received or are receiving the services of the State Department of Rehabilitation Service or the Veterans Administration
- Youth ages 18 to 24 from economically disadvantaged families
- Vietnam veterans who are economically disadvantaged
- Cooperative education students ages 16 to 19 participating in a qualified cooperative education program and belonging to an economically disadvantaged family
- Ex-offenders (felons) who are economically disadvantaged and hired no more than 5 years after release from prison or date of conviction, whichever is the more recent
- Work incentive program registrants and recipients of aid to families with dependent children (AFDC)
- Qualified summer youth employees who are 16 or 17 years old on the hiring date, are members of an economically disadvantaged family, are employed between May 1 and September 15, and have not previously worked for the employer (the tax credit is 85 percent of the first $3,000 in wages.)

Although LEP individuals are not targeted as a group, many qualify under several of these categories.

For each TJTC-eligible individual hired, the employer will receive the following:

- A tax credit equal to 50 percent of the first $6,000 in wages paid during the first year (up to a maximum of $3,000 per hire)
- A tax credit equal to 25 percent of the first $6,000 in wages paid during the second year (up to a maximum of $1,500 per individual)
- The ability to carry this credit forward and backward
- A variable increase in bottomline profit according to the employer's tax bracket (The credit is taxed according to the employer's bracket.)

This program is especially beneficial for small to mid-size companies. Table 8 indicates how each hire will affect the bottom-line profit.

TABLE 8

BOTTOM-LINE PROFIT FROM TARGETED JOBS TAX CREDIT

Tax Bracket (In Percentages)	14	20	25	30	40	50	60
First Year	2,580	2,400	2,250	2,100	1,800	1,500	1,200
Second Year	1,290	1,200	1,125	1,050	900	750	600
Combined Profit	3,870	3,600	3,373	3,150	2,700	2,250	1,800

SOURCE: Northwest Educational Cooperative 1984a, p. 23.

The paperwork employers must complete is minimal. TJTC eligibles are referred with a voucher that the employer completes and returns to Job Service. The day the person is employed, a certification is issued to the employee. The tax credit is claimed by filing IRS Form 5884 with the employer's Federal income tax return.

On-the-job-training. On-the-job-training (OJT) is a simple financial incentive designed to assist employers while training a new employee. The Job Training Partnership Act (JTPA) provides a cash reimbursement of 50 percent of the new employee's wages during the specified training period up to 6 months, depending on the nature of employment. This program is especially suitable for companies seeking higher skill level employees who might require longer and more sophisticated training. Many employers were dissatisfied with the paperwork this program required under the Comprehensive Employment and Training Act (CETA). Under JTPA the paperwork has been kept to a minimum. The employer is required to sign a simple agreement, keep minimal payroll records, and submit a monthly wage reimbursement form.

Tryout employment (TOE). Several refugee employment programs receiving funding from the targeted assistance grant (TAG) funds from ORR through the states have developed several variations of TOE programs. One such program was developed by the NEC Corporate Assistance and Refugee Employment (CARE) project. TOE is used in a similar manner as a "money back guarantee" for a purchase. A copy of the CARE TOE agreement is included in exhibit 4. Employers like the simple and straightforward nature of the program.

Conclusion

This chapter addresses concerns about employing LEP adults. It also provides an overview of the employer's perspective and of the field's response to the need for a more creative and responsive employment-related instruction and job development effort. The information and resources mentioned in this report can serve as useful tools for program design and development.

EXHIBIT 4

SAMPLE TRYOUT EMPLOYMENT AGREEMENT USED BY NORTHWEST EDUCATIONAL COOPERATIVE

Tryout Employment Agreement

Tryout Employment is designed to offer the employer a wage reimbursement for the initial training period up to a maximum of 80 working hours while providing the employee with an opportunity to demonstrate job related skills and abilities which have been identified as appropriate.

1. It is agreed that _____ will employ _____ recruited through Project C.A.R.E. as _____
2. It is agreed that the Company will pay $_____ per hour during the Tryout Employment period of _____ hours, for a total cost not to exceed $_____.
3. It is agreed that the Company will keep a record of the hours the employee worked and the gross wages paid during the Tryout Employment period and submit a copy of those records to Project C.A.R.E. for prompt reimbursement.
4. It is agreed that the Company will provide immediate feedback to Project C.A.R.E. regarding the employee's performance during the Tryout Employment period, so that should a problem arise, Project C.A.R.E. can assist, mitigate, or facilitate a mutually acceptable solution as possible.
5. Should the Company choose not to retain the employee, the Company will notify Project C.A.R.E. on or before the end of the Tryout Employment period, stating the cause or nature of the employee's inappropriateness.

(Company Representative) (Title)

_____

_____

_____

Project C.A.R.E. (Date)

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